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ABSTRACT

This study examines the work of the Asia-Pacific Programme of Education for All (APPEAL) since its 1987 inception. Efforts to assess educational achievement at the local, regional, and national levels in Malaysia are examined with a view to achieving universal primary education; eradicating illiteracy; and providing continuing education in support of the above objectives. Chapters include: (1) "Achieving Education for All: An Analysis"; (2) "National Policy of Education for All"; and (3) "Literacy Statistics." Statistical data are presented, noting that universal primary education has been achieved in Malaysia, but that the challenge is to improve the quality of education, minimize attrition, and extend the universal education to the 11th grade level. Suggested strategies to address the program goals focus on the out-of-school youths, to provide them with vocational training and continuing education; and to focus on functional literacy programs for adults in rural and economically depressed areas. (EH)

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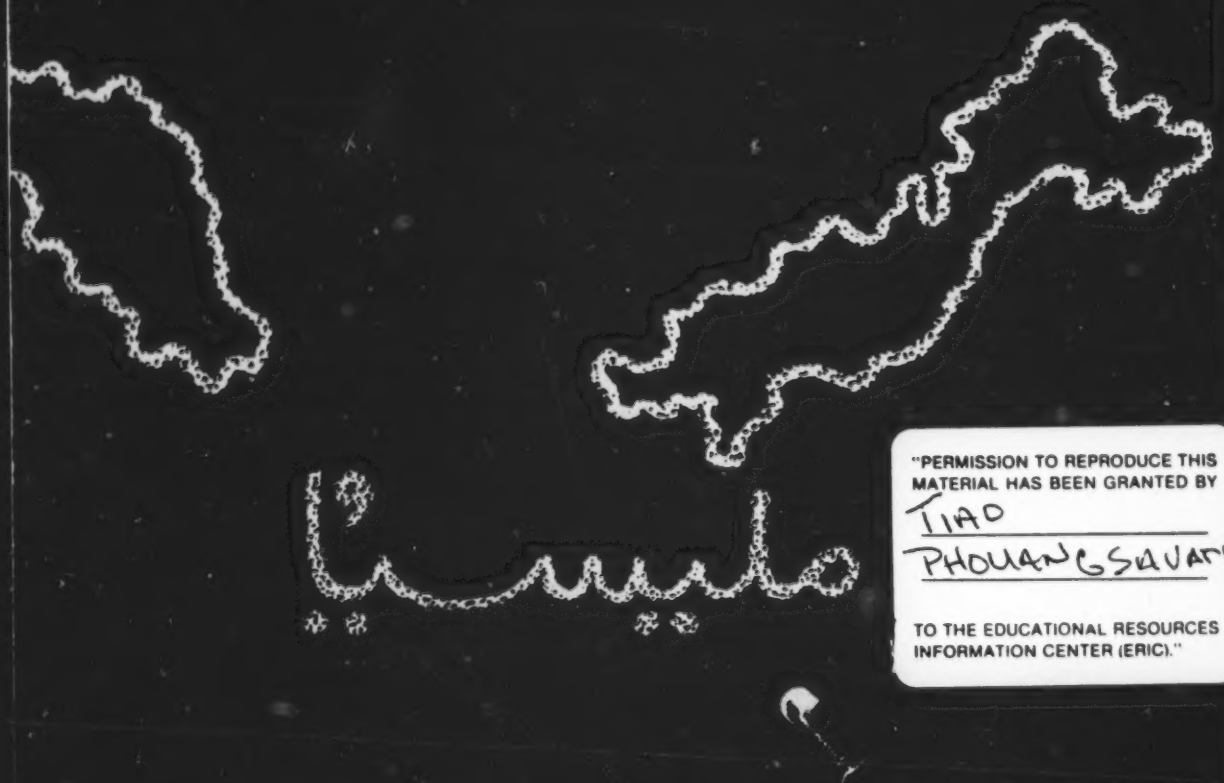

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# *National Studies:*

# *MALAYSIA*

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# Preface

The Asia-Pacific Programme of Education for All (APPEAL) was launched on 23 February 1987 from New Delhi, India by the then Director-General of UNESCO.

Through regional co-operation APPEAL aims to facilitate the national efforts of the Member States in Asia and the Pacific with a view to:

a) Achieving universal primary education;

b) Eradicating illiteracy; and

c) Providing continuing education in support of (a) and (b) above.

After the launching of APPEAL, the Member States formed National Co-ordination Mechanisms for APPEAL to mobilize public opinion in favour of literacy programmes, primary education and continuing education, and strengthening those programmes at government as well as non-governmental levels. Many Member States have organized national special events like seminars and workshops to mark the launching of APPEAL in their respective countries. As of December 1989, 20 Member States have formed National Co-ordination Committees for APPEAL or designed existing organizations as National Co-ordination Mechanisms for APPEAL Afghanistan, Australia, Bangladesh, China, India, Indonesia, Iran, Japan, Laos, Malaysia, Maldives, Nepal, New Zealand, Pakistan, Papua New Guinea, Philippines, Republic of Korea, Samoa, Thailand and Viet Nam.

In order to assist the Member States to formulate national strategies to implement APPEAL in their countries, the UNESCO Principal Regional Office for Asia and the Pacific (PROAP) organized a Regional Workshop for National Co-ordinators of APPEAL in co-operation with the Ministry of Education and Government of Thailand in Chiangmai, Thailand August 1987. This workshop discussed and developed approaches and strategies to implement APPEAL at the regional, national and local levels. It was attended by 31 primary education, literacy, and continuing education experts from 16 Member States in Asia and the Pacific.

Tangible outputs of this regional workshop were national plans of participating countries and a regional plan of action for the implementation of APPEAL, as well as a sincere commitment from the participants of the countries represented to pursue with vigor the implementation of APPEAL.

UNESCO convened the first Meeting for Regional Co-ordination of APPEAL in Bangkok, Thailand, November 1988. Preparatory to this First Meeting for the Regional Co-ordination of APPEAL, UNESCO/PROAP requested the National Co-ordination Committee/Mechanism to conduct a National Study of APPEAL highlighting achievement, problems, policies and plans to achieve the goals of APPEAL.

The National Studies was submitted to the First Meeting for Regional Co-ordination of APPEAL which discussed the issues raised by the national studies and made a number of suggestions to UNESCO and the Member States for the improvement of plans, progress and strategies for achieving the goals of APPEAL.

UNESCO/PROAP is very grateful to the National Co-ordination Committee/Mechanisms for APPEAL and the National Commission for UNESCO in the Member States for providing the national studies and making it available for all people concerned. Unesco also acknowledge the contribution made by individual scholars to prepare the studies.

The national studies provide very valuable information, data and insight of planned and existing programmes in literacy, primary education and continuing education. UNESCO/PROAP is therefore, very happy to publish it and make it available for all interested.

# Summary

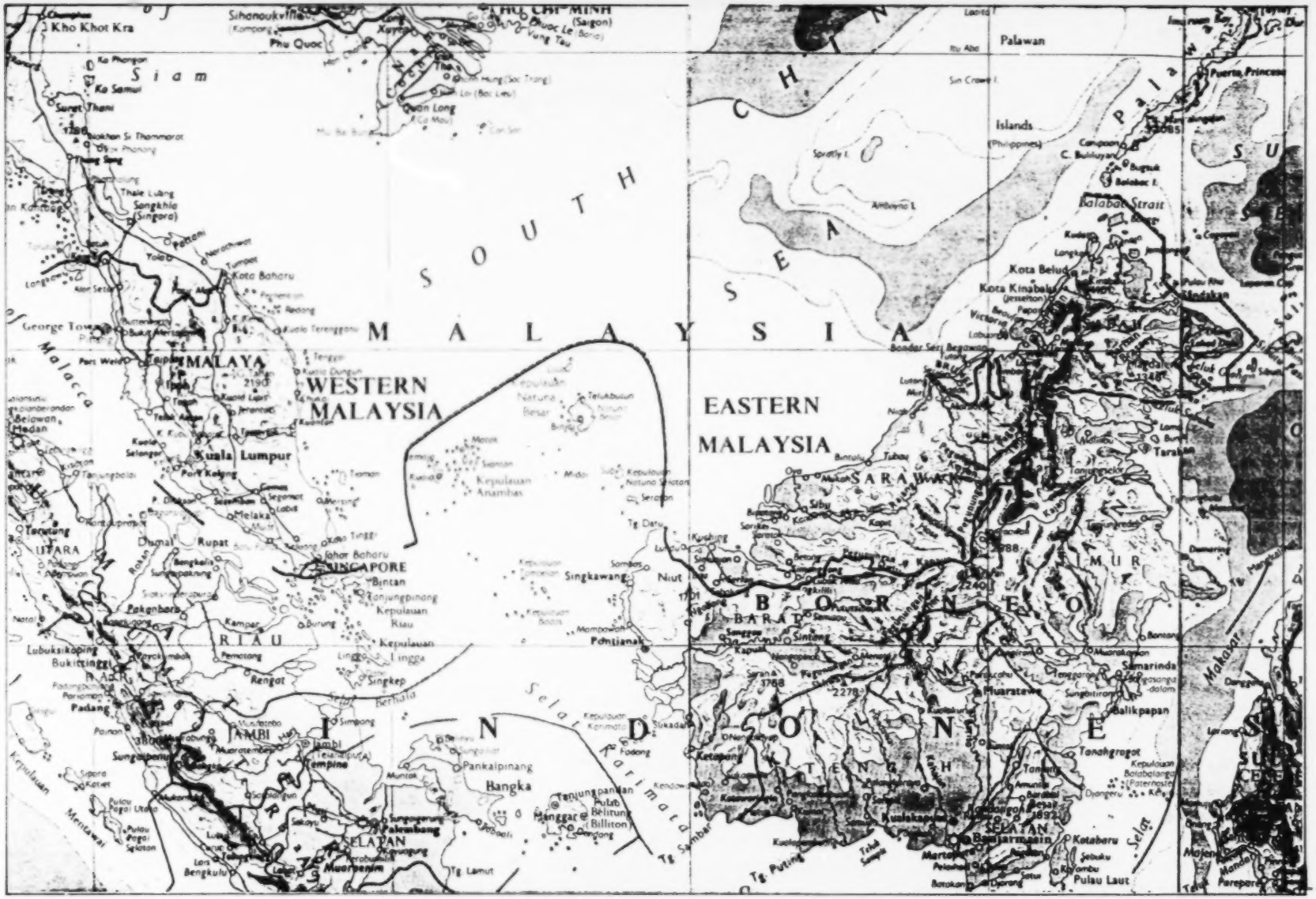
Universalization of primary education has already been achieved in Malaysia. The task ahead is to improve the quality of education, minimize attrition and extend universal education to the eleventh grade. Every effort will be made to ensure that all children, including the handicapped, are given a proper education. Special attention will be given to the aborigines as their participation rate at the primary school level is below the national average.

For continuing education the target group is out-of-school youths. The programme of vocational training for this target group needs to be strengthened so that youths can participate. The present programme of continuing education for the general public is weak, though there are organizations, both private and public, that offer programmes. These programmes lack direction and purpose. They should be geared towards the personal development of the participants and should have regard for national objectives.

In literacy education priority will be given to functional literacy programmes for adults in the rural areas as well as depressed pockets in the towns. The illiterate or semi-illiterate adults will be given numeracy and literacy training as well as vocational training. It has been established that programmes are more effective and more meaningful when literacy components are combined with skill components.

As a staunch supporter of Unesco and its programmes Malaysia's involvement in APPEAL really began long before the launching of the programme by the Director-eneral of Unesco in India in 1987. Representatives from Malaysia took part in many fora and seminars arranged by Unesco to formulate and develop the programme.

Malaysia formed a National Coordination Committee on APPEAL in June 1987 headed by the Director of Educational Planning and Research Division of the Ministry of Education.



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*Chapter 1*

# Achieving Education for All: An Analysis

In 1956 a committee was formed under the then Minister of Education to study the existing education system. The main proposals of the Committee Report known as the Razak Report were incorporated into the Education Ordinance of 1957 which subsequently formed the basis for future natioanl educational policies.

Education was accepted by Parliament as one of the fundamental rights of a citizen and as such it is the duty and commitment of the Government to give the right and access to education to every citizen.

Since Malaysia is a multi-racial nation with multiple languages, religious beliefs, cultures and values, the main concern of the policymakers was national unity and integration. In education, unity was to be achieved through a common national language, a common curriculum and through the moulding of civic and national consciousness.

## Eradication of Illiteracy (EOI)

The combat against illiteracy started long before the country achieved independence but the programme adopted by the colonial masters was mainly confined to the urban areas. The 1957 Population Census Report of the Federation of Malaya defines literacy as the ability to read a notice and write a letter.

Adult Education was pioneered in 1951 by the Adult Education Association which was a voluntary body. It received Government grants-in-aid from 1952 until 1st April, 1961 when the Government assumed full responsibility for providing literacy classes through the Adult Education Division. The Malayan Public Library Association, another voluntary body, organized literacy classes and also received Government grants.

Table 1 on the next page shows the extent of literacy in any language as well as literacy in the National Language.

**Table 1 Illiteracy Rates 1957 (%)**

| Age Group | Total Illiteracy | Illiteracy in National Language |
|---|---|---|
| 10 and Over | 49 | 75 |
| 15 and Over | 53 | 78 |
| 10 - 14 | 29 | 60 |
| 15 - 19 | 31 | 65 |
| 20 - 29 | 42 | 72 |
| 30 - 39 | 52 | 76 |
| 40 - 49 | 61 | 84 |
| 50 - 59 | 69 | 89 |
| 60 - 69 | 76 | 92 |

The Government was very much concerned with the large number of illiterates as well as with the high percentage of citizens who could not communicate in the national language. The policy then was to extend basic education to as many illiterates as possible through a massive program of adult education and to organize classes to teach Bahasa Malaysia to the literates who were unfamiliar with the Roman Script.

## *Development of EOI, 1960 - 1970*

The campaign against illiteracy was a big task for the Government and from the outset the Government faced many problems, among them were lack of finance, manpower, classrooms and teaching materials. The attitude of the illiterates had to be changed. In 1960 the Government set up a special agency called the Adult Education Division in the Ministry of National and Rural Development to plan, implement and monitor a programme designed to eradicate illiteracy.

The Ministry of National and Rural Development was given the task of EOI due to the fact that the majority of the illiterates were found in the rural areas and that the programme of EOI was to become one of the strategies adopted by the Government to develop the rural areas. Education was an important means for bringing about changes among the rural people. The Ministry of Education worked very closely with the Adult Education Division, especially in supplying manpower and providing physical facilities.

The Adult Education Division adopted a three phased programme in its implementation strategy. The first phase was to provide reading and writing skills to those living in the rural areas as part of the basic education programme. The second phase was to orientate the rural people to the advantages to be derived from the Government's development programme, including the EOI programme. The last phase was to provide rural people with skills training related to their occupations so that they could improve their economic and living standards.

The Adult Education Division set up centres at the district and sub-district level with each centre placed under the charge of a supervisor. The supervisors were given the power to set up centres at the district, sub-district and village levels and incentives were given to the supervisors so that they could open up more classes and recruit more participants. The Ministry of Education made available all its classrooms and encouraged teachers to teach

at the centres for a nominal fee. During the first few years of their implementation, these classes were handling about 200,000 people yearly.

Due to the wide publicity given by the Government, mass media and volunteers there was a big response from the people to attend the adult education classes, both in the rural and urban areas. Classes were organized in every village and where classrooms were not available classes were conducted in community halls, mosques, private houses and, in some isolated cases, even in the shade under trees.

A special programme to train teachers in the art of teaching adults was launched to ensure that adults received proper instruction by qualified teachers. The majority of the teachers trained were those from the primary schools, while the rest were recruited from amongst those who had themselves successfully undertaken the literacy programme.

In 1963 Malaysia was formed as a result of the amalgamation of Singapore, Sabah and Sarawak with the Federation of Malaysia. The EOI programme of adult education classes was extended to the states of Sabah and Sarawak as these two states had a low literacy rate. It was estimated then that less than 50% of the people of Sabah and Sarawak were literate.

**Table 2 Adult Education - Literacy Classes Number of Students, Teachers and Classes**

| | YEAR | | | | | | |
|---|---|---|---|---|---|---|---|
| | 1961 | 1962 | 1963 | 1964 | 1965 | 1966 | 1967 |
| *Students* | | | | | | | |
| Male | 87,475 | 112,768 | 144,560 | 141,514 | 96,246 | 95,625 | 90,699 |
| Female | 80,805 | 120,991 | 174,938 | 197,650 | 161,952 | 171,291 | 168,463 |
| Total | 168,280 | 233,759 | 319,498 | 339,164 | 258,198 | 266,916 | 259,162 |
| *Teachers* | | | | | | | |
| Male | 6,274 | 4,135 | 5,598 | 5,564 | 4,607 | 4,694 | 4,452 |
| Female | 1,611 | 1,115 | 1,887 | 1,928 | 1,974 | 1,990 | 1,994 |
| Total | 7,885 | 5,250 | 7,485 | 7,492 | 6,581 | 6,639 | 6,446 |
| No. of Classes | 6,163 | 8,433 | 11,401 | 12,258 | 9,914 | 10,420 | 10,718 |

*Source: Ministry of National and Rural Development Malaysia.*

## *Development of EOI, 1971-1980*

By 1974 the Adult Education programme in the form of Roman Script and National Language classes was discontinued in Peninsular Malaysia as the objectives of extending basic education to the adult illiterates had already been achieved. Almost everyone who could be reached had participated in the programme. However, the number of adult illiterates in the states of Sabah and Sarawak was still high and it was necessary to extend the programme to these two states for another three years, i.e. up to 1977.

The adult education programme was substituted with another programme called the Functional Literacy Programme. This programme was initially introduced by Unesco in 1964 at a meeting of Asian Ministers of Education at Teheran, Iran. In essence this

programme is a combination of the elements of both the literacy lessons and the world of work. Thus under this programme the participants would be given some lessons in basic education as well as vocational skills to upgrade their expertise in their work.

The Adult Education Division was transformed into a bigger agency and given wider terms of reference under a reorganization exercise. The new agency came to be known as KEMAS or Community Development Division. The functional literacy programme under KEMAS was geared towards community development rather than eradication of literacy per se. However, under the new programme literacy education was still dominant. A special curriculum was created, stressing the importance of reading, writing and arithmetic skills, health and family, citizenship and community development and vocational skills in agriculture and trades.

### *Development of EOI after 1980*

Since 1983 the literacy component of the Community Development Programme has been further strengthened by the influence of new ideas from international organizations. One of the organizations which contributed to the national programme is ACCU or the Asian Cultural Centre for Unesco. ACCU was instrumental in organizing seminars and workshops to develop teaching and learning materials for literacy and post-literacy programmes.

Currently the main emphasis of the adult literacy programme is to increase the quality of instruction and the effectiveness of the programme. The participants of adult literacy classes have changed. The new breed of participants has been exposed to the world of distance learning via the radio and the television and most of them have attended a few years of schooling. The new participants are no longer satisfied with only the basic 3Rs type of education. They demand a programme that can benefit them economically and socially. This is the challenge for the adult literacy programme today and in the future.

## Universalization of Primary Education (UPE)

Following the Karachi Declaration of 1960, nations in the Asia Pacific region, including Malaysia, began to give serious attention to the issue of universalization of primary education.

Education, especially primary education, has always been upheld as the best investment for nation building and one which results in a higher socioeconomic status for the citizens.

The resolution taken by the leaders and national representatives of Asia Pacific nations committed them to take all the necessary preparations towards the realization of free universal education in their respective countries.

### *Development of UPE*

Before independence the responsibility of providing education was in the hands of the colonial masters and as such the commitment to provide education to all was sadly lacking. Not every child had the luxury or the opportunity of attending a school. The rural areas were neglected and in areas where schools were built the quality of education given left much to be desired.

Efforts towards the realization of UPE began in 1956 when a special committee was set up to study the existing system of education. The report of the committee, known as the Razak Report, proposed a new national education policy and a new system of education. The education policy was founded on the people's aspirations for progress but took equal account of the realities and sensitivities of a multiracial nation. The overriding policy thrust and orientation was national unity and integration and education would be the vehicle to achieve it.

Malay, or Bahasa Malaysia as it is referred to today, was to be the unifying factor and was made the National Language. It was the main medium of instruction in the national schools and would be taught in the other vernacular streams as a compulsory subject. The other languages, namely Chinese and Tamil, would continue to be the medium of instruction in the Chinese and Tamil primary schools respectively.

All the proposals of the Razak Report were enacted in the Education Ordinance of 1957. With the passing of the Ordinance and the commitment to provide education to as many pupils as possible the demand for education was overwhelming. The school enrolment, the number of teachers employed and the expenditure for education increased tremendously as shown in Table 3.

**Table 3 Primary Education 1956 - 1960**

| | 1956 | 1958 | 1960 |
|---|---|---|---|
| Enrolment | 789,267 | 1,007,829 | 1,078,615 |
| No. of Teachers | 29,874 | 32,349 | 37,615 |
| Number of Schools | 4,214 | 4,430 | 4,465 |
| Percentage of Expenditure in Education as compared to the National Expenditure | 15.6 | 15.2 | 18.0 |

In 1960 a Review Committee was set up to study the implementation of the national education policy. The main recommendations of the Review Committee were incorporated in the Education Act of 1961. Among the major changes in the education policy were:

- Free primary education for six years.
- Automatic promotion for every pupil from Grade One to Grade Nine (Standard One in the primary school to Form Three in the Secondary Level).
- The continuation of a common curriculum for all types of vernacular schools, i.e. Malay, Chinese and Tamil Primary Schools.

These three major factors boosted the expansion of primary education and opened the door wide to democratization of education. The demand for primary education put a big strain on the Government in terms of financial allocation, the manpower needed in schools and physical facilities. During the period 1960 to 1980 there was a big increase in the number of teachers trained and retrained, and in the number of new classrooms constructed or rebuilt. The enrolment also increased tremendously.

**Table 4 Primary School Statistics 1960 - 1986**

| Year | Pupils | Teachers | No. of Schools |
|---|---|---|---|
| 1960 | 1,078,615 | 37,635 | 4,450 |
| 1965 | 1,217,309 | 42,663 | 4,366 |
| 1970 | 1,586,909 | 45,066 | 4,365 |
| 1975 | 1,802,711 | 58,987 | 6,137 |
| 1980 | 2,008,972 | 73,664 | 6,414 |
| 1985 | 2,192,528 | 91,098 | 6,597 |

## *Parental Attitudes*

There were many problems that hindered full participation at the primary level. Although the Government provided the facilities and opportunity to every child of schoolgoing age of a free place in the school nearest to his or her residence, not every child seized the opportunity. There were still parents who, due to ignorance, were not willing to send their children to school. However, with the campaign conducted by the Adult Education Division of the Ministry of National and Rural Development to instil greater awareness among adults to attend literacy classes, parents began to realize the advantages of education. Education was not made compulsory as in other countries as the government felt that the people themselves should exercise the right for their children to receive education. The Government commitment was to make the opportunities available to the general public.

## *Locality*

In Malaysia there were pockets of inhabited areas in the interior which were inaccessible by road. Schools were not built as the government strategy then was to build schools only in areas where there were large communities. The populations in those areas were too small to warrant a school building.

However, when these areas were developed under the Rural Development Scheme, schools and teachers' quarters were built. In areas where the number of children of schoolgoing age was small, multi-grade classes were set up. These multi-grade classes with multi-grade teaching offered the best solution of innovation under the prevailing circumstances.

## *Attrition*

Between 1957 and 1970 the attrition or dropout rate was quite alarming and became an issue. The general public was quite concerned about it as 20% of the budget was allocated to education in 1970. MOE formed a team to conduct a special study on the extent and causes of educational wastage. The study was intended to formulate a policy directed towards the reduction of wastage (especially among the rural poor) and institutionalize change that would improve the education chances (retention and attainment of the disadvantaged groups). The Report of the study, which came to be known as the Dropout Report, pointed out that among the causes leading to a high attrition rate were: poverty; lack of motivation; negative attitude of the parents and the school factor.

**Table 5 Attrition Rate in Primary Schools 1957 - 1962 (%)**

| Year | Grade 1 | Grade 2 | Grade 3 | Grade 4 | Grade 5 |
|---|---|---|---|---|---|
| 1959 | 1.1 | 1.8 | 5.8 | 11.6 | 16.5 |
| 1958 | 1.7 | 5.8 | 7.2 | 14.6 | 16.2 |
| 1959 | 0.9 | 2.9 | 8.5 | 16.5 | 16.2 |
| 1960 | 2.2 | 3.3 | 5.3 | 17.7 | 12.8 |
| 1961 | 0.7 | 1.3 | 4.4 | 15.5 | 11.6 |
| 1962 | 1.2 | 2.3 | 3.9 | 7.2 | 12.5 |

The findings of the Dropout Committee generated a lot of soul searching discussions. It revealed that there was an imbalance of treatment in the distribution of resources in terms of finance and resource support between the rural and the urban areas. This imbalance had resulted in the poor performance and achievement of rural children as compared to their advantaged counterparts in the urban areas. To correct the imbalance, the MOE, after exhaustive deliberations, decided to implement the following programmes to improve learning achievement and performance among the disadvantaged poor:

***Applied Nutrition Project and the Supplementary Feeding Programme (ANP and SFP).*** Studies conducted jointly by the MOE and Ministry of Health revealed that between 15 and 20 per cent of primary school children attended school without having had the first meal of the day and over 30 per cent of school children showed signs of malnutrition and this gave rise to slow and retarded growth. The Dropout Study also showed that many children did not take breakfast and this accounted for loss of energy and concentration. The ANP was implemented in 408 schools and involved 98,910 children in the rural areas. In 1976 the Supplementary Feeding Programme was incorporated into the National ANP with the aim of improving the quality of life of the rural people. The SFP was subsequently extended to almost all schools.

**Table 6 Applied Nutrition Programme 1981 - 1985 Participation and Expenditure**

| | 1981 | 1982 | 1983 | 1984 | 1985 |
|---|---|---|---|---|---|
| No. of Schools | 6,445 | 6,445 | 6,445 | 4,000 | 5,000 |
| No. of Children | 668,900 | 702,000 | 750,000 | 360,000 | 410,000 |
| Allocation in millions | M$25 | M$38 | M$4.9 | M$10.5 | M$12.0 |

***Education Media Service (EMS).*** The two important programmes that were covered by EMS were schools radio broadcast and education TV. Both these programmes were intended to complement teaching activities in schools and raise the standard of education through distance learning. Under the EMS programmes each school was provided with a radio and a television set. These sets were not meant to replace the teachers but merely to present lessons that would not be possible in the normal class situation.

***Textbook Loan Scheme.*** The Dropout Report cited poverty and the inability to purchase text books as one of the contributing factors to attrition. Under this scheme the schools gave textbooks on loan to students in order to alleviate the burden on parents. Every child was entitled to receive textbooks on loan irrespective of the socioeconomic status of the parents. However, the conditions for eligibility for free textbook loans were changed and eligibility is now based on parental income and family size.

***Primary School Hostels.*** Children under 13 years of age may be too tender to stay in hostels but some children have no other choice as they come from isolated areas where schools are not available. Hostels were built to accommodate children who came from such isolated areas as islands and small villages in coastal and riverine areas. These hostels were generally free of charge for students.

The various programmes launched to check the high dropout rate including the four programmes mentioned above were successful in pushing the percentage of dropouts down. Table 7 clearly shows that the rate of dropout over a 10 year period had progressively slowed down.

**Table 7 Dropout Rates in Primary Schools 1969 - 1980**

| Year | Grade 1 | Grade 2 | Grade 3 | Grade 4 | Grade 5 | Grade 6 |
|---|---|---|---|---|---|---|
| 1969 | 1.5 | 1.9 | 3.4 | 4.1 | 7.6 | 7.7 |
| 1971 | 0.9 | 2.4 | 2.4 | 3.2 | 4.8 | 2.7 |
| 1972 | 1.8 | 1.6 | 1.3 | 1.5 | 2.5 | 1.7 |
| 1975 | 0.0 | 0.6 | 0.9 | 0.9 | 1.4 | 1.4 |
| 1979 | 0.9 | 0.4 | 1.2 | 1.0 | 0.2 | 0.8 |
| 1980 | 0.0 | 0.0 | 0.7 | 0.6 | 1.5 | 0.6 |

## *Education for Girls*

In Malaysia education for girls at the primary level is not a problem as the participation rate of girls in primary schools is similar to that of boys. Girls are given the same opportunities and treatment as the boys.

## *Special Education*

Special kinds of education are provided for handicapped children including: the blind and partially sighted; the deaf and those with defective hearing; the mentally retarded and the spastic. Government aid for special education commenced as far back as 1954. The current programmes being implemented are:

- Integration of the blind with normal children in ordinary schools.
- Integration of the deaf with normal children in ordinary schools with the use of specialized equipment.

At present there are three primary schools which provide special education to the blind. The present enrolment of blind students in these schools is 600 children.

## *Quality of Education Curriculum Development*

Curriculum development is closely associated with the aspirations and expectations of the people. In the Malaysian context curriculum is related to the immediate problems faced by the country, namely national ideology, national unity and the production of skilled manpower. The race to increase knowledge and skills without taking into account the existing disparities among children has brought about a situation where a dichotomy exists among the school children themselves. The fast learners have no problem following the lessons while the slow learners cannot follow their peers without some form of remedial programme. This has resulted in a large number of children being unable to acquire certain desirable basic skills. The Cabinet Committee on Education set up in 1979 recognized this discrepancy and sought to put things back on the right course. The committee recommended that education should go back to the basics, i.e. the 3Rs. This led to the development of the New Primary School Curriculum which focuses on the individual teacher to develop the appropriate basic skills and knowledge through direct experience in interesting learning activities. Learning methodologies adopted by the teachers will reflect the principle of flexibility where teachers are prompted to use innovative methods of teaching. The children are encouraged to express their feelings and interests through the various media such as speech, art, dance, movement, music and physical activities.

Evaluation forms an important part of the programme. It will help teachers and pupils increase the effectiveness of the teaching and learning process. In addition, evaluation provides feedback, recording the pupils' achievement, levels and rates of development.

The school environment should provide opportunities for the exchange of ideas and opinions, for the development of understanding and cooperation, and for the solving of problems. This will enable pupils to acquire real life experience.

In general, education at the primary level should emphasize the overall development of the pupils. It is hoped that every pupil will experience a balanced development intellectually, spiritually and physically. Another feature of the New Curriculum for Primary Schools is remedial and enrichment programmes. Pupils who perform poorly will be given remedial work. The enrichment programme will enable pupils to widen their knowledge on matters related to learning units. The remedial programme will enable pupils to overcome their weaknesses and problems in a particular learning unit. Thus all pupils will start on a new learning unit at the same time.

The NPSC will cover six years and is divided into two phases of three years each. In Phase I, teaching and learning will emphasize the basics in reading, writing and arithmetic while in Phase II, teaching and learning will continue to reinforce the mastery of the basic skills. In this phase the acquisition of knowledge and the use of knowledge for thinking and communication will be emphasized.

## *Resource Centres*

Another programme to redress the imbalance between the advantaged and disadvantaged communities is improvement of the quality of learning and instruction in schools. It was found desirable to set up a professional centre of sorts to which teachers can turn for specialized and expert assistance. Four State Resource Centres were set up to bring educational support activities closer to the practical realities of grassroot conditions.

Teachers are given every opportunity to participate in the activities of the centre. The activities of the centre will include:

a. Giving advice and guidance to teachers and headmasters concerning teaching and learning problems.

b. Library: To provide different types of materials for loan and reference.

c. Reprographic equipment. To provide equipment essential for the production of teaching aids.

d. Production of learning materials. The centre will undertake the production of learning materials with the cooperation of local teachers.

e. Loan and repair of audio visual equipment such as slide projectors, film projectors, overhead projectors, tape recorders, cassette recorders etc.

f. Workshop for metalwork, woodwork and audio-visual equipment. The centre will provide woodwork and metal work facilities and equipment necessary for the production of teaching and learning aids, using local materials that are easily available.

g. Exhibition centre for the exhibition of books, teaching aids, educational materials and the like.

h. Conduct of in-service courses to upgrade the standard of teaching and learning in the schools.

Presently there are four State Resource Centres situated in the less developed states in Peninsular Malaysia. More State Resource Centres will be set up in the other states. There are also plans to set up district and cluster resource centres under the next National Five-Year Plan.

## Continuing Education

The definition of continuing education varies from one country to another depending on the education system of the country concerned. In the Malaysian context continuing education is often referred to as 'education after school' and it is not part of the education system per se. Continuing education is associated with informal education, i.e. the various programmes of education and training implemented by the various government agencies and voluntary organizations.

The history of continuing education really began long before World War II in the form of religious education. But in our context, though we consider religious education part of continuing education, we will deliberate more on the non-religious type of education.

The earliest continuing education classes were conducted by voluntary bodies which received Government grants and donations from philanthropists as well as grants from local and foreign foundations. These voluntary bodies such as the Malayan Public Library Association and the Adult Education Association conducted English and Malay classes in the urban and rural areas, and radio courses on Economics, Law, Clear Thinking and Malay Literacy through Radio Malaya. These voluntary bodies conducted the courses from 1951 until 1960 when the bulk of the Adult Education programmes were handed to a Govern-

ment agency called the Adult Education Division of the Ministry of National and Rural Development.

### *Further Education*

The Razak Report of 1956 recognized the demand for further education from out-of-school adolescents and adults. It was recommended that the evening class system, which had been in existence before World War II, be extended and that all classes in all subjects (including trade and technical subjects) at all levels should be made available whenever there was a sufficient demand.

As a result of the Report's recommendations, a Further Education Scheme was planned in 1957 and implemented in 1958 to cater for those who:

a. Being over-aged, were not permitted to continue to receive primary or secondary education in government schools.

b. Had some education but had not completed their primary or secondary educations.

c. Were in employment and wished to improve their skills and raise their standard of general, technical or commercial education.

d. Wished to study the National Language.

The classes organized were for two purposes. Firstly, the courses were meant for those who wanted to pursue academic studies and to sit for examinations such as Higher School Certificate Examinations, London Chamber of Commerce Examinations, City and Guilds of London Institute Examinations, and secondly the courses were directed at those who wanted to better themselves in a single subject such as the National Language.

Further Education has developed on a substantial scale since its inception in 1958. The following table shows the trend and the progress of Further Education Classes from 1958 to 1967.

**Table 8 Number of Students in Further Education Classes, 1958/1967**

| Courses | 1958 | 1967 |
|---|---|---|
| Literacy Classes | 21,949 | 190 |
| General Education | - | 17,996 |
| Single Subjects | - | 14,830 |
| Commerce | - | 448 |
| National Language (for public and Govt. employees) | - | 8,370 |
| Technical Education | - | 200 |
| Special Education (for the Deaf) | - | 20 |
| Total | 21,949 | 42,074 |
| | Males | 26,478 |
| | Females | 15,596 |

Since 1970 attendance at further education classes has continued to decrease due to various factors such as the increase of private institutions offering general education and commercial subjects and the discontinuation of National Language Classes.

## *Community Development Programmes (CDP)*

The Ministry of National and Rural Development through its Community Development Division or KEMAS has been in the forefront in continuing education since its inception in 1961. Its community development and adult education programme is specifically aimed at the betterment of the rural population.

The objectives of CDP are two fold: to orientate the rural people to be involved in national development and to make them more self-reliant and capable of improving their economic and social status of their own accord. The strategy adopted then was to lay the groundwork for change first so that the social change anticipated would be gradual and positive. The most important aspect of the strategy was to transform the rural community from their conservative life-style into hardworking, educated and innovative farmers and artisans.

The programmes and projects covered by the Community Development Division are:

1. Family Development Programme. This programme is intended to develop rural families through the full utilization of women's potential to foster the desired socioeconomic and cultural values. The activities covered by this programme are:
    - 3 month course in Home Economics at the Women's Training Centres.
    - Home Economics classes in tailoring, handicrafts and agriculture.
    - Work oriented classes in tailoring, handicrafts and agriculture.
    - Home visits by Home Economics workers to initiate actual improvement in the homes.
    - Mobile Demonstration Units to deliver talks and demonstrations on general nutrition, sanitation, health and consumer topics.
2. Adult Educational Programme. Besides the Literacy and Functional Literacy classes, activities under this programme will cover work oriented classes in areas traditionally handled by males, such as crop production, animal rearing, aqua culture and other new vocational skills.
3. Religious and moral education. The orientation of this programme is not only religious and moral education but also the use of religious traditions to bring out positive changes connected with development and work.
4. Cooperative societies. The important aspects of the cooperative movement are not only participation but also education on such aspects as economics, accounts, business etc.
5. Leadership courses for potential leaders in community projects.

## *Youth Training and Guidance*

National Development requires skilled manpower at all levels. The youth which constitutes about 60% of the country's population is a major source of such manpower. The majority of youth, however, do not posses suitable skills and the Government therefore takes the responsibility of instituting training programmes as a strategy to acquire skilled manpower.

The Ministry of Youth and Sports is one of the various government agencies that provide skills training for out-of-school youths. The Ministry's training programme covers the following objectives:

- Vocational training to enable youths to be employable or self employed.
- Business and commercial training to enable youths to be entrepreneurs.
- Leadership training to equip youths to administer youth organizations.
- Skill upgrading training for career advancement.
- Social and life skills courses to develop youths as useful citizens.

The training programme is implemented through institutional and non-institutional means. The institutional training is carried out by the three Youth Training Institutes specially created to give training to out-of-school youths who cannot further their education academically. The non-institutional training programmes are mostly of a non-formal nature, conducted through apprenticeships in workshops and short duration courses.

The courses covered by the Youth Training Institutes are:

- Motor Mechanics.
- Welding.
- Motorcycle and Outboard Motor Mechanics.
- Diesel Mechanics.
- Building Trades.
- Agriculture related courses such as Animal Husbandry and Farm Mechanization.
- Vocational courses such as Tailoring and Dressmaking, Photography, Catering etc.
- Business related courses.

There are also private organizations that more or less run similar courses but these organizations charge tuition and training fees while those that are run by the Government are free.

**Table 9 Number of Trainees at Youth Training Centres**

| | 1985 | 1986 | 1987 | 1988 |
|---|---|---|---|---|
| YTC Dusun Tue | 927 | 1442 | 1728 | 1726 |
| YTC Kuala Terengganu | 446 | 447 | 454 | 477 |
| YTC Pertak | 679 | 724 | 657 | 808 |
| TOTAL | 2052 | 2613 | 2839 | 3011 |

## *Industrial Training Programmes*

The Ministry of Labour is responsible for formulating and implementing industrial training programmes. The main objective is not only to provide basic industrial skills but also to upgrade, promote and improve skills and techniques to meet the requirements of industrial development. These training programmes are implemented through the Industrial Training

Institutes. The Ministry also implements the National Apprenticeship Scheme together with the industrial sectors for those who are employed in industrial establishments.

The courses available under the programme of the Ministry of Labour are: Mechanical Engineering (Welding, Structural Metal, Motor Vehicles, etc.); Electrical (Industrial, Radio and Television Mechanic, Industrial Electronics, Refrigeration and Air-conditioning Mechanic); Printing (Offset, Letterpress and Bookbinding) and Building (Drafting, Wood Machining, Carpentry and Joinery etc.). The duration of the training is 2 1/2 years as every trainee will have to undergo a four-phased schedule with two stages of institutional training and another two stages of in-plant training.

MARA is a quasi-government agency responsible for motivating, guiding and training the indigenous Malaysians to participate actively in commerce and industry. In pursuance of this objective, MARA, apart from giving scholarships and loans to deserving students, also provides vocational training to youths at MARA Vocational Institutes and on the job training with the collaboration of the public and private agencies.

### *Agricultural Training*

One of the problems facing the agricultural sector is the shortage of manpower as most of the able-bodied youths from the rural areas are not attracted to take over from their elderly parents in tilling the soil. They prefer to migrate to the urban areas to seek employment. The two main factors for this migration are lack of technical know-how on modern farming and a negative attitude towards blue collar jobs. The government, through the Ministry of Agriculture, is conducting classes (especially leadership classes) to change the negative attitude and to improve technical know-how on the various aspects of agriculture including farming and food technology.

There are many other Government agencies that provide training for the upgrading of skills and performance such as the National Productivity Centre, National Institute of Public Administration, Institute of Medical Research, etc. The private sector too is active in providing training not only to its own employees but also to the general public. Most of these courses are on entrepreneurship development geared to train the youths to embark on their own entrepreneurial projects.

*Chapter 2*

# National Policy of Education for All

As indicated earlier, education is a fundamental right of a citizen and this right is protected by the Constitution. The Government is committed to provide education to every child of school going age residing in this country.

Primary and lower secondary education is free and promotion is automatic. This means that every child can receive free and continuous education for the first nine years. The Government, through MOE and other related agencies, gives adequate publicity via the mass media and government information network to persuade and encourage parents to send their children to schools nearest their homes. Through this policy the Government ensures that every child will be given an opportunity to be admitted to school to receive free education.

Those that never have a chance to go to school can enrol themselves in an adult education class which provides a basic course on the 3Rs through the informal system of learning. There is no age limit set and every adult who is illiterate can enrol in any centre set up by the Government. Functional literacy classes are also provided to the semi-literates and new literates and these classes are specially designed so that the classes are related to their world of work.

For those out-of-school youths who cannot proceed into upper secondary school (Grade 10) the Government conducts vocational courses through various agencies with the aim of passing on technical know-how and experience so that youths can gain employment or initiate their own business.

There are organizations both private and public that provide training and courses for the general public. These courses are varied and they range from vocational training to religious education, languages, fine arts, etc. It is up to the individuals to pursue them. The Government's role is to encourage the people, especially adults, to improve their knowledge

through reading campaigns, distance learning through the TV and radio and the provision of better facilities and materials such as libraries, books and other reading materials.

## National Coordination Mechanism

As a staunch supporter of Unesco and its programmes Malaysia's involvement in APPEAL really began long before the launching of the programme by the Director-eneral of Unesco in India in 1987. Representatives from Malaysia took part in many fora and seminars arranged by Unesco to formulate and develop the programme.

Malaysia formed a National Coordination Committee on APPEAL in June 1987 headed by the Director of Educational Planning and Research Division of the Ministry of Education.

The national programme of APPEAL was launched on 28 September, 1987 by the Honourable Minister of Education, Malaysia. In his speech the Minister stressed that the country has already achieved universalization of education with a participation rate of 97 per cent at the primary level and the current and future emphasis would be to improve the quality of education.

A national seminar on APPEAL was also held for two days to mark the launching of the programme. The seminar was attended by 70 representatives from the various government agencies and private organizations.

The seminar generated a lot of discussion and ideas with regard to the issues and problems of the three components of APPEAL. Among the proposals of the seminar were:

### *Universalization of Education*

a. More attention should be given to the handicapped and the disadvantaged children.

b. There should be a better coordination mechanism between the central agencies and those at the state and district levels in the implementation of educational programmes meant for the remote areas.

c. Gifted children should be given opportunities to develop at their own pace instead of following a common curriculum as their less gifted peers.

### *Eradication of Illiteracy*

a. A national survey specifically on literacy should be made to determine the rate and level of literacy and illiteracy in the country. This survey should be included as one of the programmes in the next Five-Year Development Plan.

b. There should be a Joint Council to monitor the problems of illiteracy. The members of the council should come from the relevant agencies and departments including representatives from the Aborigines Department.

c. Training of teachers for the Adult Education Programme should be improved.

### *Continuing Education*

a. There should be better coordination between the various agencies that implement continuing education programmes to avoid duplication of programmes and activities.

b. Leadership training should be given to students in schools as well as out-of-school youths to make them more self-reliant and civic conscious.

## Coordination

One of the most significant features of the government administration is its centralized system. Under this system policies, plans, and strategies are formulated at the central level while the departments and agencies down the line at the State (Meso) and District Levels (Micro) implement the programmes according to the guidelines suggested. However, the implementing agencies can improvise and introduce innovations so long as the given guidelines are observed.

In the implementation of the three components of APPEAL, the implementation is smooth and orderly with regard to EOI and UPE as a better coordination mechanism exists between the two implementing agencies, i.e. the MOE and the Ministry of National and Rural Development. However, the programmes of continuing education are implemented by numerous agencies and, as such, coordination is a problem. There is no single agency responsible for the coordination of all continuing education programmes. This year a move was made to coordinate all technical programmes under one common committee. The Inter-Agency Committee on Technical Training was formed to eradicate duplication of training programmes and wastage. This committee also acts as an information centre for technical training programmes. This is a positive start and hopefully other coordinating agencies will be formed to cater for the other areas of continuing education.

## Policy

The present policy on EOI, UPE and CE will not only be maintained but further enhanced through supplementary programmes. All three programmes will be evaluated periodically to monitor the effectiveness of the policy and its implementation.

The literacy rate under EOI will improve further by the year 2000 under the present policy and current rate of implementation. However, innovations will have to be introduced from time to time in the functional literacy programmes to make the programme interesting and challenging. The list of subjects taught will have to be evaluated and new subjects introduced. Computer literacy will be one area that will have an impact by the year 2000.

There is a need to evaluate the criteria used to determine and measure literacy. The yard stick used to measure literacy such as ability to write a simple letter or a notice may not be adequate in the year 2000. A new set of measurements will have to be formulated so that the level of literacy will be realistic and appropriate for the times.

In UPE the target set by Unesco has already been realized. The task ahead is to improve the quality of education, to minimize attrition and to extend universal education to the eleventh grade. At the same time, efforts will not be spared to ensure that all the children, including the handicapped, are given proper education.

The present policy of providing education in the form of vocational training to out-of-school youths will have to be strengthened so that more youths will have a chance to participate in the programme. The quality of the programme will be upgraded in view of the country's policy of industrialization and the traditional vocational courses will have to be modified to include new skills as the country is moving towards high technology. The programme must be tailored so that it meets employment demand and manpower needs.

The non-vocational and non-industrial type of continuing education must also be strengthened to cater for the needs of the general public. Presently the programme of continuing education for the general public is weak, though there are organizations both public and private that offer programmes. These programmes lack direction and purpose. The programmes should be geared towards the personal development and satisfaction of the participants, national objectives and lastly, towards a better understanding of the world we live in.

## Planning Process

All national plans including EOI, UPE and CE are prepared by a central agency called the Economic Planning Unit of the Prime Minister's Department. Two years before the announcement of the National Development Plan, the Economic Planning Unit will send a general circular and guidelines to all government agencies to notify those agencies to submit proposals to be included in the National Development Plan. The relevant agencies, including MOE, Community Development Division of The Ministry of National Rural Development and the agencies that provide training for out-of-school youths will submit separate proposals to the Economic Planning Unit and after further deliberations and compromises the Economic Planning Unit will come out with a final draft of the National Development Plan. The Cabinet will approve the plan or make pertinent changes if necessary. In general terms, all plans for EOI, UPE and CE are planned together as part of the overall development plan. However, there is a need for all agencies that implement APPEAL to exchange views or propose a common plan to the coordinating agency at the central level so that linkages are made between the various programmes. In essence the approach will be an integrated one embracing all three components of APPEAL.

What is lacking in the implementation of the components of APPEAL is coordination between EOI, UPE and CE in terms of cooperation and proper utilization of manpower. Each component of the programmes should complement the other to achieve better productivity and reduce wastage. There has been cooperation in the past but this cooperation can be further strengthened. As a case in point, there are vocational schools located in the rural areas which can be utilized to conduct functional literacy classes or even serve as venues for continuing education programmes. At present vocational schools are only utilized to teach vocational subjects to students in the formal streams.

Life-long education should be developed and become a part of the adult education programme. There is no clear cut policy on life-long education though it has been accepted as an important factor in adult education. To be effective life long education must be institutionalized and became the responsibility of an agency.

The implementing agencies of EOI, UPE and CE at the meso and micro level should be given more responsibility and flexibility to implement projects and activities. However,

those agencies must observe the guidelines so as to ensure that the objectives of the programmes are fulfilled.

## Programming

In literacy education priority will be given to functional literacy programmes for adults in the rural areas as well as pockets of depressed areas in the towns. In a functional literacy programme the illiterate or semi-literate adults will be given the usual dosage of the 3Rs apart from vocational education to upgrade their technical know-how on occupation related subjects. It has been established that programmes are more effective and more meaningful to the participants when literacy components are combined with skill components.

As universalization of primary education has been achieved, the emphasis in future will be to further improve the quality of education. At the same time, special attention will be given to the aborigines as their participation rate at the primary schools is below the national average.

For continuing education the target groups are still the out-of-school youths. Apart from exposing them to the real world of work, it is also essential to give them education on self-reliance and confidence so that they will not be involved with negative behavior such as crime, drug addiction and the like.

The universities will be involved in the planning and dissemination of knowledge under the continuing education programme. At present there is only one university which has a programme of 'off-campus study' but in future more universities may implement similar programmes to cover both academic and non-academic subjects.

More schools and colleges will be constructed to cater for the ever increasing number of out-of-school youths. The programmes to be offered by these schools and colleges will be based on the pattern of 'community colleges' where the interests of the community will be given priority. Subjects taught must be relevant to the interests of the community such as computer applications, languages, business entrepreneurship, etc.

Decentralization is not new in Malaysia although the administration and management of most Ministries is highly centralized. Centralization is enforced for control and to avoid divergences. However, where it is necessary and practical planning and implementing agencies at the meso and micro levels are given the authority to plan, innovate and improvise according to the local situation.

## Organizational Structures

The ideal organizational structure for the implementation of the programmes of APPEAL would put all the planning, management and implementation under just one agency. However, this is difficult to achieve without dismantling the existing structures and replacing them with a new one. For Malaysia the present arrangement is quite sufficient to meet the objectives of APPEAL as the issues of APPEAL are not so critical as to warrant a radical change.

The existing arrangement of placing the various sub-committees of APPEAL under the relevant implementing agencies makes it convenient for those agencies to plan and implement the programme. For example, the Schools Division of MOE is directly involved

with primary education and by placing the Sub-committee on UPE under the Schools Division many problems will be solved as the Director of the Schools Division is the implementor of UPE as well as a member of the National Coordinating Committee on APPEAL and chairman of the Sub-Committee on UPE. The same arrangement also applies to the Community Development Division which implements the programme on EOI as well as taking responsibility as the Secretariat for the Sub-Committee on EOI.

The only problem is with CE. The responsibility for implementation of CE is vested in a number of government agencies and private organizations and thus coordination is not an easy task. The Secretariat for the Sub-Committee on CE is located at the Ministry of Youth and Sports. It is vital for the Secretariat to have access to information with regard to the activities of CE. It may be necessary to reorganize the functions of the Youth Division of the Ministry of Youth and Sports so that it is responsible for coordinating all activities relating to CE as well as being responsible for data collection and dissemination.

The structure at the meso and macro levels very much depends on the management structure of the parent or main agencies. However, as the states and districts are directly involved with the implementation side they should be given the flexibility and freedom to innovate strategies for implementation. The central agencies should not restrict or put unnecessary constraints on the implementors at the meso and micro levels.

## Community Participation and Local Resource Mobilization

In terms of wider participation in the implementation of the three programmes of APPEAL, the implementing agencies must identify the organizations and agencies that can contribute to the overall realization of the programmes.

In EOI a joint effort between government agencies, business houses and local institutions is crucial. The most important aspect is the need to change the attitude of the participants and this is done through an awareness campaign in the mass media such as newspapers, TV and radio and publicity given by the information service networks. The local institutions must also be mobilized. These include religions and social organizations, Parent Teacher Associations, the District and Village Committee on Security and Development as well as extension workers under the various agencies. Political organizations are powerful organizations which can mobilize members' involvement in EOI.

Many buildings in the villages can be utilized as schools or centres for EOI. The government school buildings which are mostly used in the morning sessions only, temples, mosques and other houses of worship, community halls etc. are alternatives which can be used as centres for learning. Teachers in the rural areas can be mobilized to serve as EOI personnel on a part-time basis.

The programme of UPE is not facing any problem in terms of support. Everyone takes an interest in education and thus it is not difficult to get people committed to education. However, to ensure a full participation rate at the primary level the cooperation of the mass media and local organizations is very important. The role of the mass media is to give publicity to the registration of pupils in the schools nearest to their homes. The local organizations such as religious groups, political organizations and government agencies give full publicity to education, especially in the registration of pupils for Grade One. In the remote areas the role of the village chief is crucial as he is the respected leader and has very

great influence on the villagers. The village chief can encourage parents to send their children to schools.

## Technical Resource Support

The emphasis in the primary school curriculum is on reading, writing and arithmetic and the various diagnostic and remedial components of learning have been incorporated into the curriculum to ensure that every child that enters the formal school system can master the basics. Teaching and learning materials are used by the teachers to enhance learning. The teachers are adequately trained as they receive 2 1/2 years of teacher education at the Teachers' College.

The teachers are supervised by the headmaster and visiting inspectors. The inspectors prepare reports about the teachers' capability as educators. The inefficient teachers will have to improve on their performance or face the consequences.

The macro type of research is the responsibility of the Educational Planning and Research Division of MOE but the schools and teachers are encouraged to undertake research on educational matters in order to improve teaching and learning.

The concept of a centre for teachers has been realized with the setting up of four large resource centres to serve the disadvantaged areas. The construction of more resource centres is already in the pipeline and these centres will help in raising the standard of instruction in schools.

## Financial Resources

Almost the entire budget needed for implementation of EOI and UPE programmes will have to come from Government allocation. The Ministry of Education normally gets the biggest slice in the annual budget and a substantial part of it will be apportioned for primary education. Likewise the Ministry of National and Rural Development makes an adequate allocation for Community Development projects including adult education and literacy programmes.

The public also donate money to implement educational projects. Schools are allowed to raise funds to supplement the allocation to schools. All the funds collected are channelled to the Parent Teacher Associations (PTAs) and the PTAs will plan appropriate projects for the schools. However, not all schools have strong PTAs, especially rural schools. Efforts will be taken to ensure that there is no disparity occurring between rural and urban schools in terms of financial allocation and materials support. The Government is also encouraging parents to help in the construction of schools, especially in the rural areas. The Government will provide the building materials while the parents will provide the labour under the supervision of an experienced builder. This is done to encourage involvement of parents in the education of their children as well as to minimize construction costs.

## Monitoring and Evaluation

The system of monitoring and coordination of all the three elements of APPEAL has been incorporated into the administrative functions of all the implementing agencies. Each agency has its own mechanism for coordinating and monitoring, using their own modalities

and indicators. As far as UPE is concerned the Education Planning and Research Division has been given the task of monitoring the quality of education which includes the performance of the pupils under the New Primary School Curriculum. However, for EOI and CE monitoring and evaluation is being done by the respective agencies. If an independent body is preferred then those two functions can easily be handled by the universities. The universities have the advantage of conducting unbiased and detached investigation.

The MOE has its own operational data base system to meet the information and statistical requirements of its clients while the other agencies have their own mechanisms for collecting and distributing information. Efforts will have to be made to streamline the collection of statistics for all three components of APPEAL so that statistics on APPEAL can be presented in a more integrated and professional manner. It may be necessary to set up a clearing house for data collection under APPEAL to serve the clients better.

The financial resources required for CE will come from both public and private sources. The Government will provide funds for government sponsored programmes while funding for non-governmental programmes will come from public and private organizations.

International organizations also provide financial aid and consultation to some educational and community development projects. Some of the projects were initiated by international organizations and in most cases these projects were allowed to continue even after termination by the sponsors because they were considered beneficial for the country.

The responsibility for implementing CE is located in numerous government agencies as well as in private organizations and, as such, coordination of the programme is not an easy task. The Ministry of Youth and Sports as the agency identified to monitor the CE programme will have to take necessary steps to improve the monitoring mechanism of CE and identify the indicators for monitoring and evaluation.

# Literacy Statistics

The accuracy of statistics on literacy rates is often suspect for numerous reasons such as the inadequacy of the instrument used for measurement of literacy, the weakness of the enumerators who administer the instrument, and shortcomings in the methodology of analysis. At present literacy rates are determined by the Statistics Department every ten years when it conducts the National Population Census. The most reliable way to determine the literacy rate is to conduct a literacy survey independently, employing trained enumerators. However, if such a survey is not feasible because of policy, financial and manpower constraints, then the next best solution would be to improve the section of the census questionnaire that deals with literacy.

**Table 1 Population by Sex and Age Group 1960-2000.**

| Population | 1957 | 1970 | 1980 | 1990 | 2000 |
|---|---|---|---|---|---|
| Total | 6,278,758 | 10,939,930 | 13,764,352 | 17,893,724 | 22,428,000 |
| Female | 3,041,179 | 5,173,340 | 673,800 | 8,717,614 | 11,124,900 |
| per cent | 48.4 | 47.4 | 48.4 | 48.739.6 | |
| *0-14 Years* | | | | | |
| Total | 2,752,208 | 4,684,500 | 5,324,100 | 6,600,700 | 7,723,100 |
| Female | 1,347,951 | 2,297,500 | 2,608,500 | 3,219,300 | 3,765,700 |
| per cent | 48.9 | 49.0 | 48.8 | 48.7 | 48.7 |
| *15 Years and Over* | | | | | |
| Total | 3,526,650 | 5,772,900 | 8,049,500 | 11,259,900 | 14,704,900 |
| Female | 1,693,228 | 2,875,800 | 4,065,300 | 5,648,800 | 7,359,200 |
| per cent | 48.0 | 49.8 | 50.5 | 50.1 | 50.0 |
| *Primary School Age Population* | | | | | |
| Total | 1,272,269 | 1,687,978 | 2,008,973 | 2,450,268 | Not |
| Female | 560,329 | 790,448 | 975,419 | 1,200,622 | Available |
| per cent | 44.0 | 46.8 | 48.5 | 48.9 | |

Note: 1957 figures for Peninsular Malaysia only. 1960 figures not available.

*Source: Educational Statistics of Malaysia, Ministry of Education Department of Statistics, Malaysia.*

**Table 2 Number of Adult Illiterates by Sex 1960 - 2000**

| Adult Illiterates | 1957 | 1970 | 1980 | 1990 | 2000 |
|---|---|---|---|---|---|
| Total | 2,061,468 | 3,274,000 | 2,379,925 | 2,377,925 | 1,710,380 |
| Male | 803,972 | 1,237,000 | 754,480 | 754,480 | 684,152 |
| Female | 1,257,496 | 2,037,000 | 1,623,445 | 1,623,445 | 1,026,228 |

Note: (i) Literacy rate covers only those ten years and over; (ii) Illiterates also includes semi-illiterates.
*Source: (i) Statistics Department, Malaysia. (ii) 1990 and 2000 based on trends and population projection.*

**Table 3 Literacy Rate by Sex 1960 - 2000**

| Literacy Rate ( per cent) | 1962 | 1970 | 1980 | 1990 | 2000 |
|---|---|---|---|---|---|
| Total | 3,574,732 | 4,100,051 | 6,841,968 | 10,254,400 | 16,503,000 |
| Male | 61.0 | 69.0 | 80.0 | 85.0 | 90.0 |
| Female | 45.0 | 47.0 | 64.0 | 70.0 | 85.0 |

*Source: Statistics Department (i) Population Projections Malaysia 1980-2000, (ii) Population Census 1980.*
Note: Literacy rate for 1960 according to sex in not available. 1962 is the nearest year available for literacy rates according to sex.

**Table 4 Enrolment in Primary Education, Gross Enrolment Ratio, Net Enrolment Ratio and Out-of-School 1960 - 2000**

| | 1960 | 1970 | 1980 | 1990 | 2000 |
|---|---|---|---|---|---|
| Total | 1,272,269 | 1,687,978 | 2,008,973 | 2,450,268 | 3,185,348 |
| Girls | 560,329 | 790,448 | 975,419 | 1,200,662 | 1,560,820 |
| *Gross Enrolled Ratio* | | | | | |
| Total | 1,496,787 | 1,844,780 | 2,146,144 | 2,500,273 | 3,249,054 |
| Boys | 51% | 50.5% | 50.3% | 50.3% | 50.3% |
| Girls | 49% | 49.5% | 49.7% | 49.7% | 49.7% |
| *Net Enrolment Ratio* | | | | | |
| Total | 994,395 | 1,540,694 | 1,943,049 | 2,415,351 | 3,121,641 |
| Boys | 57.4% | 53.3% | 51.4% | 50.5% | 50.5% |
| Girls | 42.6% | 46.7% | 48.6% | 49.5% | 49.5% |
| *Out-of-School* | | | | | |
| Total | 502,392 | 304,086 | 203,095 | 84,922 | 127,413 |
| Female | 202,570 | 119,764 | 80,783 | 37,885 | 57,846 |
| Male | 299,822 | 184,322 | 122,312 | 47,037 | 69,567 |

*Source: Educational Statistics, MOE Statistics Dept. Malaysia.*

**Table 5 Percentage Enrolled in Grade 1 and Survival until Grade 5 of Primary Education (1960 - 2000)**

| | 1960 | 1970 | 1980 | 1990 | 2000 |
|---|---|---|---|---|---|
| *Percentage Enrolled in Grade 1* | | | | | |
| Total | 95 | 96.6 | 98.0 | 98.5 | 99 |
| Boys | N.A. | 97.0 | 98.1 | 98.7 | 99 |
| Girls | N.A. | 96.1 | 97.8 | 98.3 | 99 |
| *Number Enrolled in Grade 1* | | | | | |
| Total | 199,103 | 261,152 | 350,144 | 441,716 | 541,970 |
| Boys | 106,826 | 134,861 | 179,275 | 225,275 | 276,404 |
| Girls | 92,277 | 126,291 | 170,869 | 216,441 | 265,566 |
| *Survival Rate until Grade 5* | | | | | |
| Total | 184,968 | 247,604 | 340,882 | 432,881 | 531,130 |
| Boys | 94.5 | 95.2 | 97.6 | 98.0 | 98.0 |
| Girls | 90.9 | 94.4 | 97.0 | 98.0 | 98.0 |
| *Drop-outs* | | | | | |
| Total | 14,135 | 13,548 | 9,262 | 8,835 | 10,840 |
| Boys | 5,830 | 6,494 | 4,252 | 4,418 | 5,420 |
| Girls | 8,305 | 7,054 | 5,010 | 4,417 | 5,420 |

*Source: Educational Statistics, EPRO Statics Dept. Malaysia.*

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2. China ( People Republic of )
3. India ( Republic of )
4. Indonesia (Republic of )
5. Lao People's Democratic Republic
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